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ABSTRACT

Four papers by four conference speakers deal with the theme that educational planning is urgent, and that it vitally needs time and resources. Specialist personnel may be required and without them it is doubtful if full benefit can be obtained either from the planning process or from the implementation of plans once developed. At the same time, the development of the policies of a school system should involve those in the forefront of leadership in the system. It cannot be left to the "backroom boys" nor can it be done for a school system by an outside body such as a university. These and other agencies have roles to play, but planning and policy development must be more than a bookish exercise. If school systems adopt a planning outlook involving as many personnel as possible they can develop "rolling reform" which will enable schools to become more vital institutions in meeting the challenges of today and tomorrow. Appendixes include a conference agenda and a directory of conference personnel. (Author/LLR)

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EDUCATIONAL PLANNING IN LOCAL SCHOOL SYSTEMS

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EDUCATIONAL PLANNING IN LOCAL SCHOOL SYSTEMS

The Lecture Series

of the 1967

Banff Regional Conference of School Administrators

Edited by

W.D. Neal

A

PROJECT IN CANADIAN SCHOOL ADMINISTRATION

of the

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EDMONTON

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FOREWORD

One of the criteria for judging the success of a conference is the response of the delegates to the invitation to attend and to the opportunities for participation in the activities which are arranged. On this basis the ninth annual conference was successful. The Department of Educational Administration of the University of Alberta is gratified that the series appears to grow in strength and to meet the interests of superintendents and school board members from medium sized urban school systems in the four Western provinces.

The theme chosen appears to be a relevant one. The term "planning" has appeared in the literature of administration for many years. However, it is only recently that the term has taken on a different connotation particularly in relation to national planning in developing countries. In this respect it is regrettable that educators have not been in the forefront and the literature on the techniques and processes of educational planning is still meagre. Even less appears when planning in local school districts is considered.

Yet it is in the local system and the school that the full vitality of education is realized. It is here that we can be and must be most concerned about quality while recognizing the difficult quantitative pressures that face us. We all tend to become absorbed with the day to day problems of the present. In a planning sense, however, the present is already part of the past and planning, if nothing else, forces us to look forward towards goals and possibilities. In the face of increasing change dare we do anything else?

If the Banff Conference has at least raised the issues it has served its purpose. Thanks are due to the speakers who developed the theme, to the committee members who advised on the program and chaired discussion sessions and to others who participated in various ways. Lastly I would like to express my appreciation to the delegates who supported the conference and participated in its activities.

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INTRODUCTION

Planning is an attempt to bring systematically to policy decisions creative thought, experience and research findings. As such it involves those personnel in leadership positions in education backed by specialist resources of staff and techniques.

The planning function is no stranger in human affairs. The success of military operations over the centuries has depended on stratigic planning. Business and industrial organizations accept the need to look ahead, to set long distance goals and to create resources to reach them. However in the area of social developments, planning has been less evident, partly because it is more difficult and partly because, in democratic societies at least, there has been a reluctance to impose limits on personal choice.

Yet lack of planning in education may in fact limit the possibilities of human choice. Good planning need not lead to conformity but should increase the possibilities for action both for individuals and for the system as a whole or for parts of it. In this way the result should indeed be greater diversity rather than restriction.

Interest in educational planning appears to centre at the national level, particularly for lesser developed countries although more recently developed countries have moved into the field. The initial focus was on manpower requirements and education was conceived as a narrow training process to meet the manpower needs of the nation's

industrial and economic growth. More recently concern has moved to some degree towards education for individual and social purposes.

It is the inevitable tendency for national and even provincial planning to deal with broad issues--to be concerned with large groups. Within these guidelines local school authorities have the responsibility to put vitality into their systems and to be concerned with those issues which make good schools better and which lift the performance of those not so good. Moreover school systems which do not have policy guidelines are left at the whim of day to day ad hoc decision making and leave themselves open to policies imposed from outside. Perhaps there is here another urgent question which it is appropriate to review at the present time--namely the responsibility for policy making which should properly be delegated at the national, provincial, local and school levels.

Planning is only one stage in the administrative process. It will not solve all educational problems. However it can lead to national development to meet increasing demands for education. Perhaps more important it should lead to systematic improvement of the level of education and in addition enable the resources available to be applied in the most efficient and economical way. The development of long term policies will assist also the search for answers to more specific questions such as "What is the optimum size of an elementary school?" This type of question is in part

a research problem but meaningful alternatives can be developed only with the framework of what a school system is trying to do now and in the future.

The proceedings of this conference on educational planning fall into two parts. The first paper by Dr. W.D. Neal, Professor, Department of Educational Administration, University of Alberta sets the framework, discussing the need for planning and examining the process itself in some detail. The remaining papers apply the planning process in selected areas of a school system's operations and indicate ways in which planning and implementation might proceed. Hence in the second paper Dr. W.H. Worth, Associate Dean (Planning and Development), Faculty of Education, University of Alberta examines the instructional program and indicates the immense scope in this area for local school systems to grow and improve.

In the third paper Dr. C.E. Wilsey, Deputy Superintendent, Stockton Unified School District, California, U.S.A., reviews planning from the viewpoint of the business administrator and then proceeds to discuss various ways in which planning can improve the business operations of a school system.

Finally in the fourth paper the focus moves to the staff who are the key to any educational system. Here Dr. D.A. MacKay, Associate Professor, Department of Educational Administration, University of Alberta looks at "Planning a Staff Development Program" and stresses the importance of purpose and continuity in the activities which might be

developed. He discusses also short and long term needs for staff development and suggests ways a system might meet its needs.

Running through the papers there is at least one constant theme--namely that planning is urgent and that it needs time and resources. Specialist personnel may be required and without them it is doubtful if full benefit can be obtained either from the planning process or from the implementation of plans once developed. At the same time the development of the policies of a school system should involve those in the forefront of leadership in the system. It cannot be left to the "backroom boys" nor can it be done for a school system by an outside body such as a university. These and other agencies have roles to play; but planning and policy development must be more than a bookish exercise. If school systems adopt a planning outlook involving as many personnel as possible they can develop "rolling reform" which will enable schools to become more vital institutions in meeting the challenges of today and tomorrow.

THE PROCESS OF PLANNING

W.D. Neal

The use of the term "planning" in relation to human resources has been regarded as abhorrent by some people. This has been particularly so in some democratic countries and the view is propounded with even greater force when the field of education is under discussion. We accept without question that business and industrial organizations should plan, in fact must plan, if they are to survive in a competitive world. Yet education, which deals with the most valuable of our resources and which by various criteria represents one of the biggest and costliest enterprises, seems to stumble along making ad hoc and almost day to day policy decisions which often do not fit into a coherent plan. Canada is not the least offender in this respect at both the national and provincial levels.

In recent years many countries have established national planning facilities concerned with the development of human and other resources and of course in this education plays a major role. This trend applies not only to the undeveloped countries but to well developed ones also. UNESCO has established several agencies, some concerned with helping nations in actual planning[1] while at least one is concerned with the training of planning personnel for member countries.[2] Many

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[1]See for example the publications of the Organization for Economic and Cooperative Development (OECD), Unesco, Paris.

[2]Internationsl Institute for Educational Planning, Unesco, Paris.

European nations cooperate in criticising each other's plans. Indeed the whole process of educational planning is becoming considerably more widespread and sophisticated. It should be noted too that while major emphasis has been placed on meeting economic and manpower needs, increasing attention is being given to education for social and individual purposes.[3]

However, we are concerned with educational planning at the local level both in its own right and perhaps as an antidote to massive planning. While there is an urgent need for more coordinated and purposeful planning at the Federal and Provincial levels it is my contention that there is much that can be done by local school systems within the present framework. In fact the likely demands of the future make it imperative to plan so that our resources are used to best possible advantage.

What is Planning?

Stated very simply planning is "the process of preparing a set of decisions for future action."[4] However, a number of implications should be elaborated even from such an obvious definition. Firstly it applies most effectively to the realm of policy formation and hence it falls squarely on the shoulders of school trustees and superintendents. Other personnel may investigate, collect and interpret data, delineate alternatives,

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[3]For discussion of these developments see: D. Adams, "Education and the Wealth of Nations," Phi Delta Kappan, 47 (December, 1965), pp. 169-174.

[4]For more detailed discussion see: Y. Dror, "The Planning Process," International Review of Administrative Sciences," 29, (1963), pp. 50-52.

make recommendations, etc., but the responsibility lies with those at the head of the system.

Secondly, the definition implies concern with the future, with looking ahead beyond the immediate operations which keep the system running, to the establishing of purposeful long term objectives.

Thirdly, planning implies rationality--a careful weighing up of evidence and information and then the making of decisions on the best knowledge available and in such a manner as to fit into a logical and comprehensive pattern.

It might be helpful also to suggest a few things that planning is not. For example it is not the same as research which exists in its own right as an important function in school districts. Planning will certainly call on research, both to supply reliable information and to check the implementation of whatever policies are decided upon. However, a school system with research personnel and with a good research programme is not necessarily equipped with the resources to undertake adequate planning.

Implementation of policies is also something different from planning; although it is evident that a sound educational plan will include provisions whereby implementation can be effected.

Summing up this section, planning may be considered as the first stage of a comprehensive effort to improve the quality of an educational system over a period of time. It results in the establishment of policies to set the stage for future action which is coherent, systematic and purposeful.

If any warning is needed it ought to be sounded here, namely that a good educational plan should deal with broad issues and should have built into it the recognition that individuals involved in the system (teachers, parents and pupils) should have both the freedom and the responsibility to exercise judgements within the broad guidelines that have been developed.

Many features of our present system, which certainly has not arisen from any long range purposeful planning violate this principle already. Planning for the future has the possibility of building in this kind of flexibility and education will be all the better for it.

The Need for Planning

It is to be hoped that enough has been said already to support the view that any school system can profit from purposeful development of its activities. Perhaps the question that ought to be raised first is: "What scope has a local school system for planning?" It is true that the amount of decision making left to local school systems is restricted by provincial regulations and practices. It is true also that in the field of budget making, which of course has a direct bearing on the possibilities for forward planning, a large proportion of a system's resources is required just to maintain the operation.

Schools function also within a value system of the society at large and the community in particular. There are limits imposed by such considerations. It is our

contention however, that despite all this, major areas of the system's activities will be responsive to the kind of policy making and implementation that emerge from sound planning. Part of the key may lie in unlocking the potentialities of the human resources--teachers, pupils and members of the community--which are available in all systems. One approach to this may be simply the redirection of resources while another may be the creation of opportunities for the application of intellect and knowledge--available but insufficiently tapped. Still another could be the introduction and application to education of developments in the field of technology which is already causing a rethinking in other parts of society.

Our later papers will deal with selected aspects of the system's operations and will develop in more detail some suggestions for planning in those fields. However, at this point it is possible to indicate some compelling reasons for looking ahead and attempting to develop guidelines that will enable growth to be orderly and directed towards sound goals.

In the first instance practically all the school systems represented here will continue to grow. Even if our present standard of performance were satisfactory and the present goals of our schools remained unchanged we would still need to plan for development. We have more pupils and we need more buildings, more teachers, more equipment and so on. Most of these facilities are not acquired in a short space of time. Even coping on a year to year basis is insufficient as I'm sure you will all agree. The yearly

budget, which of course is a planning instrument, is in some respects a disservice in this regard.

However, from our experience in the past we know that our schools not only have to develop within existing patterns but new goals will emerge and will make new demands. While some of these may be difficult to identify, others are already apparent and still others can be discovered by using the appropriate techniques of research and inquiry. It seems to be our practice in education to meander along, allowing an increasing gap to develop between society and education and then to have to make frantic spurts to catch up. This may be rather harsh but just recall what happened in the field of vocational education within the past decade and what is happening right now in the field of higher education. To be sure, not all of this is the fault of educators in any part of the system but it is equally true that we have all been at fault in not determining our goals and preparing specific and compelling plans that would enable us to reach them in a pattern of planned development rather than in one of haphazard and uneven improvisation.

Another and somewhat different type of planning is required in order to improve the present level of performance in school systems. We have to try to achieve our present goals more effectively and in some respects more efficiently. I do not want to imply that efforts to do this are not being employed by school systems. However, it is contended that planning along the lines that I shall indicate

presently may provide more focus and concerted effort and may harness our resources more effectively.

To lend support to my contention that planning is urgently needed now I should like to list just a few of the trends already apparent and likely to pose serious challenges in the next ten years.

In society

1. Changing patterns of manpower needs and diversification of occupations.
2. Increasing demand for intelligent and responsible citizenship in economic, political and moral aspects of life as well as in leisure and recreation.
3. Widening impact of technology in many of our activities.
4. A developing need for inter-cultural, inter-racial and international understanding and tolerance.
5. A changing and I'm afraid an increasing expectation of the school in meeting these and other equally difficult needs of society.

In schools

1. More and different kinds of pupils making different demands.
2. Increasing specialization of tasks--both administrative and instructional.
3. A growing body of knowledge about all kinds of things important to education--for example, learning, teaching, administration, the structure of subjects, etc.
4. An extension of educational demand upwards, downwards and horizontally.

5. The development of instructional and administrative technology--not always within our control.
6. An increasing cost of education--both for capital and operational purposes. The cost of school buildings alone poses a major threat.

Other issues could be listed but I think the point has been made. Some of the trends pose problems; others offer considerable promise of things to come. They all concern local school systems. Rational planning may enable us to head off or solve some of the problems and take maximum advantage of many positive developments.

The Planning Process

Planning of course can proceed in various ways. However, there are some sequential steps which appear to be desirable even though it should be recognized that at every stage of the planning process there is need for coordination and feedback.[5]

Stage 1 - Assessing needs: It is logical that a school system ought first to establish what kind of needs it has. One would expect systematic evaluation as a continuing part of its operation but the evaluation may need to be extended to find that kind of information essential to long term planning.

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[5]See for example Unesco, "Elements of Educational Planning," Educational Studies and Documents No. 45. Paris: Unesco, 1962; and C.A. Anderson and M.G. Bowman, "Theoretical Considerations in Educational Planning," in D. Adams (ed.) Educational Planning. Syracuse, Syracuse University Press, 1964, pp. 4-46.

Some special research projects may be required together with the collection and analysis of data of various kinds.

But knowing present needs is not enough. It is necessary also to try and predict future needs and this is a more difficult task. It calls for even wider sources of data and information, some of it relating to the community and even to society in general. Predicting is a hazardous business and the results must be accepted with a certain degree of tolerance.

This stage of the planning process is time consuming and will require the involvement of a number of people. However, it is the essential base for the development of any plan whether it be a global approach or limited to a specific area of the school system. Hence it is worth the application of resources and even the utilization of specialized personnel.

Stage 2 - Determining goals for the future: On the basis of the needs that have been determined and predicted it is possible to set the goals which are desirable and which it is hoped to attain at some future point in time -- say in five to ten years. Goals may be regarded at this point as somewhat idealistic -- the achievements the system would like to see if all the resources were available. They lift the sights to something to be aimed at. Quite obviously they involve the realm of policy and become the major concern of the Board and the Superintendent. At the same time they should provide a focussing point for the whole system and the community.

Stage 3 - Assessing resources: From the lofty and exhilerating task of setting goals it is necessary to come back to earth and realistically assess the resources available to the system. The term resources covers a wide field -- and includes human, material and financial ones.

Some of them are already in the system and may be redeployed to be used in different ways and perhaps more efficiently. Additional personnel and facilities will be needed and it will be necessary to determine whether and when they can be obtained.

School systems might look also at possible sources outside -- in the community and in other educational organizations. It might also be feasible to cooperate with other systems which no doubt are facing similar problems.

Stage 4 - Establishing realistic objectives: It should be possible as the next step to establish objectives which are within the means of the school system to attain. These may be a series of steps leading to the goals already determined. Unfortunately it may be necessary to modify the desired goals either in terms of degree or in the time available to reach them.

It becomes necessary at this stage to determine the areas which might be concentrated upon in terms of priorities while accepting the requirement that a balanced growth must be maintained.

Objectives should lead to a series of manageable projects capable of being achieved in a reasonable period of

time so that progress can be evaluated and satisfaction obtained. However, such projects and the objectives which they achieve should fit into a meaningful pattern leading sequentially in the direction of the established goals.

It is at this point of the planning process that the focus moves back to the school and classroom. Teachers will have participated in other stages of planning, notably in the assessment of needs. However, in the development of achievable projects the point of action is vital and most of the activities planned will be within the school itself.

The question arises as to what a school system might do if its resources and hence the objectives it can reach are well behind the goals and needs that have been identified. Such a topic is obviously beyond this address but the situation certainly calls for major political action. The only point that will be made here is that a system which has a plan at least knows the difficulties it is in and is also surely in a sounder position to press for some assistance.

Stage 5 - Planning to implement: It has been stated already that the actual implementation is not to be considered as part of planning as the term is used in this address. However, a sound plan should surely give some indications or guidelines along which implementation should proceed. For example it would indicate the kinds of resources that would become available or the changes in administrative organization that might be desirable. All that is being said here is that drawing up a plan and passing it over for implementation

is not enough. While recognizing the professional competence and responsibilities of those who will actually do the implementation, it is desirable to round out a plan in a supportive way by considering the action stage.

Stage 6 - Planning to evaluate: An essential part of any operation is to find out how well it has succeeded. Again an educational plan should include in broad terms the requirements for proper evaluation of results during the implementation program. Not only will the kinds of evidence be specified but provision will be made for the resources for evaluation to be supplied.

Quite apart from the assessment of results against the specific objectives that have been set, evaluation provides feedback for the modification of objectives. Hence it provides in part for the flexibility necessary to any complex educational enterprise.

The planning process has been outlined in six stages. However, it should be stressed again that the whole operation is an interacting one and modification takes place at any stage as a result of information which becomes available subsequently.

Quite obviously too the planning process requires a considerable degree of cooperation between many members of the school system.

Some Illustrations

It has been proposed so far that planning should be comprehensive but that it should narrow down into feasible directed projects. Some areas of the school system's operations are clearly more important than others and some may demand higher priorities. The three topics chosen for more detailed discussion in this conference were selected with these two conditions in mind. I should like to examine briefly some illustrations other than those three.

As the first example let us consider the question of administrative organization. As school systems grow and as education becomes more complex, administrative tasks increase in scope and at the same time may become more specialized. Some school systems have found it profitable to review thoroughly their administration involving the assessment of needs and the preparation of long term plans for the development and improvement of administrative organization and resources. This may involve also the establishment of priorities, both in overall growth and also in the addition of personnel. Included in this might be a review of the actual operation of the school board itself to ensure that it is dealing with policy development, that its procedures are efficient, that it has delegated the executive function to administrative staff and so on.

A second area in which some school systems have had considerable success in a planned development program is that of community relations. Public expectations and values

impinge on the school in many ways. It is right that they should. In general however, people respond to the opportunity to become informed, to participate where appropriate and to lend support to educational development. Any plan to accelerate the development and improvement of schools should have provision for continuous public information and involvement. Actually this is in part a learning experience for members of the community and should be based on principles as sound and comprehensive as those which are used to develop a curriculum for school pupils.

The last example I want to mention is that of school buildings. Many systems are faced with problems of designing and financing new plants. All are faced with the task of redesigning and converting buildings that are out of date, and no longer are suitable for modern education. Many schools being built now will be unsuitable in some respects in less than ten years.

The design of buildings is of course related to objectives of the instructional program and as many of you know it is a time-consuming, difficult -- but rewarding task.

The main reason for using this topic as an example however, is to indicate how some countries have not only developed more flexible and appropriate school buildings but have, by careful attention to structural and cost analyses, obtained much more for their money. For over ten years research and planning on school buildings in all phases of design and construction have been conducted in

England.[6] Several European countries and no doubt others have done the same more recently. Quite startling results have been obtained in such matters as the increase in the percentage of the total building area which is usable for instruction and in the holding down of costs per pupil place.

Such research and sophisticated planning may be beyond the resources of an individual school system but is it beyond the resources of several systems working together? Of course provincial departments have a stake and a responsibility in this too.

Resources for Planning

The task of planning is demanding and requires time and competence to be done effectively. The school board and the superintendent are responsible for broad policy, for making decisions in such things as goals, objectives, projects and priorities.

Other staff in the school system will be involved in supplying basic information, suggesting alternatives, appraising possibilities and generally in being involved and committed to a "planning outlook." Some school systems make effective use of an advisory council on planning. Stress must be put on the fact that planning requires time. Development and consideration of plans should not be lost in other administrative matters.

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[6]Great Britain Ministry of Education, Building Bulletins. London, Her Majesty's Stationery Office; School Construction Systems & Development Report number 2, British Prefabricated School Construction. Stanford, School Planning Laboratory, Stanford University, 1962.

The planning process involves technical operations which may justify special staff -- particularly if the system is of any size. Such staff should act in a staff relationship (i.e. advisory) to the Superintendent. The cost of a planning officer or even a planning Department may, in a number of ways, be more than recouped in a short period. The Superintendent is of course directly involved in preparing plans for the Board and in initiating their implementation but he will probably not have the time nor necessarily the competence to handle the continuous demands of the planning function.

Mention was made earlier of the role that research staff might play. It is my opinion that research staff and facilities in school systems are urgently needed for a number of reasons but to contribute to planning, implementation and evaluation is one of them. It may again be that this is a sensitive area on which relatively little expenditure on research and planning staff will result in large returns.

In another category resources of another kind are needed. There has to be a reliable and comprehensive flow of data. Some of this is related to the school system. Other information will be about the community. Economic, manpower, financial, demographic and other data are all needed. The collection and analysis of data only provides information for interpretation and decision making but the more reliable the base the better the decisions are likely to be.

Summary

An attempt has been made to stress the importance of planning and to indicate some aspects of the process and its application. Of course planning is only part of the whole business of developing and administering good schools. Sound planning doesn't necessarily ensure quality education but lack of planning makes it difficult to obtain even average education.

In the face of the increasing complexity and growth of school systems and of mounting costs planning becomes increasingly desirable. Schools cannot do all things for all pupils but is must be remembered that students spend a limited time only in our schools and an opportunity missed because of lack of preparation on our part may result in a loss that can never be regained.

PLANNING TO IMPROVE THE INSTRUCTIONAL PROGRAM

W.H. Worth

The demands and complexities of educational planning for the next decade tend to make most of us feel rather inadequate, if not downright ignorant. But in this case ignorance does have its advantage. For perhaps it is ignorance itself that enables us to act at all. If we knew all the variables and all the ultimate limitations, or used ourselves up trying to determine them let alone trying to understand them, we might well be paralyzed by the appalling complexity of choice.

We can also gather strength and courage for the task of long-range planning from the hypothesis, recently advanced by the biological-physicist John Platt, that the steeply accelerating curves of progress - or calamity - are beginning, or soon will begin, to level out and then turn backward into the well-known S-curve or logistic curve of growth.[1] The formation of S-curves does not mean that computers, or air traffic, or school population will stop growing, but that the rate of growth will decline - which is a very different proposition. If Platt's predictions prove accurate, and we can pass through the shock-front which still lies ahead, a much calmer scene lies beyond, one where exponential change gives way to a steady-state condition.

This paper seeks to promote some slight movement in the direction of this utopian steady-state condition in the field

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[1] J.R. Platt, The Step to Man. New York: John Wiley and Sons, Inc., 1966.

of education by clarifying the responsibilities of local school systems in planning to improve the instructional program, and by suggesting some ways in which action in accord with these responsibilities may be undertaken.

The Canadian Setting

The context for program planning within which the local school system or district operates in Canada is very influential in shaping its activities. The way in which constitutional structure, history and tradition have given rise to a Canadian approach to program planning has been well-documented by T.C. Byrne.[2] This Canadian approach is characterized by faith in the central committee as the chief planning agent, and in the course of study as the major instrument for program development and change, with control and direction of the instructional program maintained by provincial inspectors and external measures of achievement. Operationally, it is a cooperative endeavor. It involves a very large number of people and it takes place at four levels of administration: the department or province; the system or district; the school; and the classroom. At each of these levels school workers have relatively unique, but interrelated, responsibilities for ensuring the development of optimum educational programs. An examination of these responsibilities may serve to clarify expectations and services, and indicate the kinds of decisions and actions appropriate to medium-size urban school systems.

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[2]T.C. Byrne, "The Role of the Province in Instructional Improvement," Canadian Education, 13 (September 1958), pp. 52-67.

As an arm of the provincial legislature the department of education must safeguard the public interest in education. Accordingly, its major responsibility in curriculum planning is to establish and maintain a minimum or basic educational program. In an effort to do this the department typically prepares syllabi for each grade level and subject, issues a variety of service bulletins and newsletters, develops "quality control" tests and examinations, authorizes textbooks, certificates teachers and makes provisions for the inspection and supervision of teaching and learning, and the like. By engaging in such activities it provides a general framework for program development throughout the province.

The local school system's first responsibility in program planning is to implement and adapt the minimum provincial program. Local variations in resources, in community needs and expectations, and in the student population may result in differences in the interpretation and application of departmental requirements. Local conditions may also lead to instructional programs which go well beyond the minimum requirements set forth by the department. Thus a second responsibility is to make provision for enrichment and extension of the total educational program. To ensure that these two responsibilities are met the system often provides specialist supervisors and consultants, instructional guides and resource units; it institutes testing programs, evaluates the work of teachers, conducts inservice education projects for the professional staff, and selects and provides textbooks

and other teaching aids. The policies and procedures which emerge serve to guide activities at other levels within the district.

It is at the individual school level, however, that the instructional program really begins to take shape. For it is the school's responsibility, within the framework established by the department and the conditions set by the system, to develop and coordinate the desired educational program. Here is where many decisions are made which directly influence what is taught. Here too is where problems associated with articulation and balance within classes at the same level, and among classes at different levels, must be resolved.

But it is in the classroom that the actual program comes to life. For it is the teacher's responsibility to translate the desired educational program into specific learning experiences. Although planning groups at other levels may have decided on the major goals, set objectives, identified content, and recommended teaching approaches, they have not spelled out what this means for the continuous daily interaction between a teacher and her pupils in the classroom. Consequently, many specific decisions about when, how, and what to teach must always be left to the individual teacher. For this reason, the quality of a teacher's daily activities with pupils is the crux of program development.

These four levels or jurisdictions must be linked by an efficient communication system. Ideas for improving the instructional program may originate at any level and there

must be easy and effective means available whereby these ideas can work their way "up and down" through the various levels. As Downey has observed,

> This process of 'working up and down' is important. For when a department simply 'imposes' a new idea upon schools, the strength of the idea is likely to be lost in the adaptive processes that must go on. And when a school attempts to initiate an innovation without prior departmental blessing, the idea is likely to be strangled by regulations.[3]

With this Canadian setting in mind, let us now turn our attention to an elaboration of some of the ways in which a school system may become involved in planning to improve the instructional program. For purposes of analysis, planning with respect to the implementation-adaptation function will be examined separately from that related to the enrichment-extension function. It is recognized, however, that such a clear-cut distinction is not always possible in practice, and that there may be considerable overlap in the features or characteristics ascribed to them. Moreover, it is assumed that the planning process outlined earlier by Dr. Neal is applicable to the performance of both functions.

Planning in Relation to the Implementation-Adaptation Function

The implementation-adaptation function is concerned with the provision of an instructional program which is at least the equivalent of those offered elsewhere in the province. The planning involved is often short-range and

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[3] L.W. Downey, "Curriculum Development at the High School Level." Paper delivered at the Annual Joint Conference of the Department of Education and Faculty of Education, Regina, 1963 (mimeo.).

terminal. It is usually intended to achieve present goals more effectively (e.g. introduction of a new series of spellers). Occasionally, however, it is concerned with meeting new goals (e.g. development of vocational education courses). The goals themselves, as well as the need for improved achievement, both tend to originate outside the school system in the external framework of control and support which guides and sustains it; namely, the provincial department of education and the local community. Typically, action aimed at improvement and change follows relatively soon after administrative decision at the provincial level, or the identification of an interest, problem, or deficiency at the local level.

In many school districts most, if not all, of the planning to improve the instructional program is related to the performance of the implementation-adaptation function. Moreover, the emphasis has been largely upon implementation in response to changes in departmental regulations rather than upon adaptation. As a consequence, most school superintendents and trustees are probably quite knowledgeable about this aspect of program development. Therefore, the area of adaptive planning appears to warrant greatest attention with particular reference to the first step in the planning process noted by Dr. Neal - the assessments of needs.

In simplest terms, assessment may be described as the process of comparing <u>what is</u> with <u>what should be</u>. This sounds like a rather easy problem which can be readily

solved by school workers. It merely requires an examination of the instructional program in existence or proposed, and what students are doing or will be doing, in relation to the available resources, the characteristics of the student population, and the needs and expectations of the local community. It is probably because such assessments are so easy to make and so obviously needed that they are seldom undertaken!

There exist, however, a number of ways and means of making such assessments - at least on a partial basis - which may be used by school districts to identify points of adaptation and improvement. Five of these "getting-under-way" devices warrant enumeration with some illustration at this time.

1. Student characteristic studies. One way of securing information about student characteristics is to make use of a procedure originally developed in the state of Illinois,[4] adapted for use in the public schools of Saskatoon,[5] and now included in Self-Evaluation: A Guide for the Elementary School available from the Alberta Teachers' Association. The effect of this procedure is to focus attention on the student, who for one reason or another is atypical in the school setting and who may be expected to have difficulty

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[4]P.H. Bowman, How to Study Your School Population. Illinois Curriculum Bulletin No. 26. Springfield: Department of Public Instruction, 1957.

[5]T.B. Greenfield, "A Procedure for Program Evaluation," in The Skills of an Effective Principal. L.W. Downey (ed.). Edmonton: Department of Educational Administration, University of Alberta, 1961, pp. 82-97.

with the normal program. In addition, it may reveal the need for systematic adaptation of parts of the instructional program for large segments of the school population generally. Another related procedure dealing with school holding power has also been developed by the same group in Illinois, and is particularly useful at the secondary level in ascertaining whether or not a school is meeting its responsibilities for educating all children and youth.[6]

2. Surveys by an outside agency. Here in Western Canada a team from the department of education or a university has sometimes been engaged by local authorities to determine the need for program adaptation on the premise that the outsider can be more objective and possesses more "know-how". Generally, such surveys are helpful in defining the kinds of changes that are needed especially in situations where the community is apathetic, the professional staff complacent, the leadership impotent, and/or the school board reactionary.

3. Self-evaluation. The most comprehensive and widely-used approach to self-evaluation involves the use of a set of evaluative criteria against which the work of a school system may be appraised. Two such sets of criteria have been developed in recent years by the Alberta Teachers'

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[6]C.M. Allen, How to Conduct the Holding Power Study of the Illinois Curriculum Program (Revised). Illinois Curriculum Bulletin No. 23. Springfield: Department of Public Instruction, 1955.

Association - one for use at the high school level;[7] the other for elementary schools.[8] Many of you will probably recall Dr. O.P. Larson's paper at your 1964 conference in which he reported on the favorable experience of the Medicine Hat School District with this procedure as a means of improving the instructional program.[9]

4. Quality control testing. The systematic administration of the same or comparable achievement tests at regular intervals to similar groups of students witnin a school system will provide some information about the effectiveness of the instructional program. Areas in which the level of performance has deteriorated should be given careful study. Likewise, the comparison of the performance of equivalent groups of students in one school system with those in others using identical measures of achievement may also help to identify some areas for examination.

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[7]Alberta Teachers' Association, Handbook for Self-Evaluation of High Schools and Systems. Edmonton: Barnett House, 1962.

Part	I	- Report of the Superintendent
Part	II	- Report of the Principal and Staff
Part	III	- Report of the School on Subjects
Part	IV	- Report of the Individual Staff Member

[8]Alberta Teachers' Association, Self-Evaluation: A Guide for the Elementary School. Edmonton: Barnett House, 1966.

[9]O.P. Larson, "Self-Evaluation as an Approach to Professional Growth and School Improvement," in Evaluation: An Administrative Process. E. Miklos (ed.), Edmonton: Department of Educational Administration, University of Alberta, 1964, pp. 71-92.

5. Opinionaire studies. Instead of speculating about what teachers think their problems are, or attempting to define how parents in a community feel toward the shcool, or guessing about the degree to which students are satisfied or dissatisfied with the instructional program one could ask them. Instruments for these purposes are to be found in the professional literature.[10] When carefully planned and executed such opinionaire studies can stimulate considerable interest and support for instructional improvements in a school system.

As agreement is reached on the points at which adaptation of the basic instructional program is required, the next steps in the planning process, as suggested by Dr. Neal, may now be taken.

Planning in Relation to the Enrichment-Extension Function

As noted earlier, a second responsibility in instructional planning at the system or district level is to make provision for enrichment and extension of the educational program. Provincial expectations or requirements serve as the floor, not as the ceiling. Hence, each local school system must build a quality program in terms of its own particular aspirations, needs, and resources, tempered by an awareness of broad social, economic, and educational trends.

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[10] H.C. Hand, What People Think About Their Schools. New York: World Book, 1948; A.I. Oliver, Curriculum Improvement. New York: Dodd, Mead and Company, 1965.

The performance of the enrichment-extension function generally involves long-range, continuous planning. It is frequently concerned with meeting new goals and emerging needs. Usually these goals and needs are self-selected. Considerable time often elapses between their initial, tentative articulation and appropriate action at the classroom level. Because of this lag, there is always the danger that the demands of the local community and the larger society may be incompatible with the products of the educational system at any given point in time. On the other hand, some measure of lag may be necessary to prevent over-responsiveness with attendant instability in the schools.

Two factors interact to limit or impede the effective performance of the enrichment-extension function in middle-size urban systems. One is <u>low expectations</u>. The department of education (one of the early-users of LSD - lowest system denominator - in program planning) which supplies about half of the local system's funds and makes a number of its decisions does not expect the typical middle size urban system to produce distinctive instructional programs. Nor does the local community which supplies the remaining funds and makes many of its decisions. What the department of education, the general public, and the urban systems themselves seem to expect is that the schools will, at most, keep reasonably up-to-date and in-step with the rest of the province. Some communities do not even expect that much and balk at paying for it.

A second inhibiting factor is the lack of resources for research, development, and the testing of new instructional programs. A great deal of time, talent and money is essential for this task. The classic example of this is the Physical Science Study Committee high school physics course developed in the late 1950's. Over six million dollars was invested in the creation of a new instructional program in one subject for a limited grade range. The PSSC project initiated a new method of curriculum development requiring massive financial support from government agencies and foundations which has been utilized to develop instructional programs in a variety of other fields with remarkable success. Few, if any, Canadian school systems can provide for research and development activity on this scale. Hence they must depend on some outside agency like the department of education, universities, commercial publishers, or national curriculum development groups in the United States. Moreover, the local school system generally must accept on faith the claims made by such outside agencies because they do not have any ready way of evaluating them, or of determining the probability of success of new programs in the schools under their jurisdiction.

The nature of the planning required, and the two limitations just noted, combine to make enrichment and extension of the educational program an unexplored planet in many middle-size urban school districts. Perhaps the five procedures suggested earlier with regard to the adaptation aspect of

program planning may also be of some assistance as aids to exploration in this connection. In addition, the following approaches might also be tried:

1. Preparation and study of position papers on various aspects of instructional programs for the future. One way to get launched on long-range planning is to commission the preparation of position papers which attempt to forecast the shape of things to come in the next decade with regard to various aspects of the instructional program. These papers might focus on such general areas as process, content, materials, and the needs of society; or on more specific topics like the teaching of various subjects, individualizing instruction, the role of instructional materials centers, and the like. Presumably, the persons selected for this task would base their projections on present frontier thinking in the field. When completed each of the papers could be subjected to careful analysis by a small group of representative personnel in the school system with the author as consultant. Then the relevance of the projections for the local situation could be assessed and a statement of goals or long-range policy drafted. This document, along with the original position paper, might serve as the basis for numerous study-group sessions throughout the school system. Eventually, there should emerge a "blueprint" to guide the efforts of the school system with regard to various aspects of the instructionsl program in the years ahead. This general approach has, and is, being employed by the Alberta

Teachers' Association in the development of their long-range plans and policies. To date the outcomes have been most encouraging.

2. Designation of a planning and development officer. This is such an obvious suggestion that it requires little, if any, elaboration. Perhaps it will suffice to draw attention to a survey of the presidents of 170 of the biggest corporations in the United States, conducted by Dun and Bradstreet, in which it was found that the largest single group of them said the best-managed companies are those that are strong on long-range planning; where the chief executives have put their main efforts into charting the future.[11]

3. Establish a center for instructional planning on a cooperative basis. The fact that school systems of the type represented at this conference must rely on some outside agency for research, development, and the testing of instructional programs has already been noted. Among existing outside agencies the only one which could possibly undertake this task would be the departments of education. But it is highly improbable that they, or any other government agency, will provide this kind of leadership-service in the immediate future, if ever. Thus local school systems interested in building quality programs will have to seek such assistance

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[11] T. Levitt, Innovation in Marketing. New York: McGraw-Hill, 1962, pp. 11-12.

elsewhere. The alternative is to continue to shift almost casually and haphazardly from one instructional program to another because of vague claims made for the innovation by those who developed it, or those who sell it, or even those who use it. And this is hardly good enough. For as Brickell points out

> The school system should ascertain as accurately as possible, for example, whether the pupils for whom it intends to use the program are like those who used it successfully during the field experiment and whether the proper circumstances for the program can be duplicated locally. If data on the characteristics of the innovation or its cost or its limitations or - as always, most important - its probability of success are not available, the school should insist that they be provided before it will seriously consider adoption.
>
> It is reasonable to believe that unless the consumers of educational programs become more critical, the producers will not be obligated to become more careful.[12]

To obtain the kind of information and assistance that is needed on which to base decisions for future action, it is suggested that serious consideration be given to the establishment on a cooperative basis of your own center for instructional planning. In some ways such a center could serve the same purposes for Western Canadian school systems as the Compact for Education now being developed by several states, and the Regional Educational Laboratories financed by the Office of Education, in the United States, albeit on a somewhat more modest scale. Essentially, these could be

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[12] H.M. Brickell, "The Role of Local School Systems in Change," in Perspectives on Educational Change. R.I. Miller (ed.). New York: Appleton-Century Crofts, 1967, pp. 76-100.

(1) research and development related to instructional programs, (2) service in connection with programming tasks (e.g. computer scheduling), (3) information about program developments within the cooperative and elsewhere, with an eventual "hook-in" with provincial, national and/or international data banks or clearing-houses.

The cost of operating the center could be shared by the members of the cooperative on some reasonable basis. If the center were affiliated with a university - as it probably should be in order to attract suitable personnel and to gain access to specialized equipment and resources - a portion of the cost might be absorbed by that institution in return for the center's contributions to various training programs.

A suitable organizational structure would have to be developed in relation to the members of the cooperative and the university in which the center was housed. The cooperative would obviously be an interprovincial venture. Presumably it could function with or without the inclusion of departments of education. Hopefully, such a center would be viewed as a complement not an alternative to the present leadership-service role of provincial authorities. For as John Gardner, the Secretary of the United States Department of Health, Education, and Welfare, wrote in his former post as president of the Carnegie Corporation, the way to excellence in education:

> . . . is not to work against the fragmentation of leadership, which is a vital element in our pluralism, but to create better channels of communication among

> significant leadership groups, especially in connection with the great issues that transcend any particular group.[13]

A Concluding Observation

Frances Keppel in the introductory paragraph of his recent book makes this statement:

> The first revolution in American education was a revolution in quantity. Everyone was to be provided the chance for an education of some sort. That revolution is almost won in the schools, and is on its way in higher education. The second revolution is equality of opportunity. That revolution is underway. The next turn of the wheel must be a revolution in quality.[14]

It seems reasonable to suggest that we are almost in the same position in Canadian education, at least in the Western provinces. But this necessary revolution in our schools cannot come about as a matter of course. The fact that it is necessary by no means makes it inevitable. It will take farseeing, vigorous, and hardheaded leadership from persons like those in attendance at this conference. If we bring about this revolution the next generation will be able to stretch out their hands to claim the future. If we do not, then they shall all indeed be walking into the future backwards.

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[13] J.W. Gardner, quoted in The Necessary Revolution in American Education. F. Keppel, New York: Harper and Row, 1966, p. 162.

[14] F. Keppel, The Necessary Revolution in American Education. New York: Harper and Row, 1966, p. 1.

PLANNING IN SCHOOL BUSINESS OPERATIONS

Carl E. Wilsey

During the next hour it will be my privilege to discuss with you the process of planning as it relates to the business operations of the public schools. In preparing my remarks I have drawn to some extent upon recent writings in the field of school administration, but I have also drawn heavily from writings in the field of industrial management because there is a great deal being written today about scientific or "modern" management techniques which is directly applicable to the administration of the public schools.

To put the discussion in its proper perspective, I would like, first of all, to briefly examine with you some of the current trends in the United States which are most directly related to the topic of this conference before we turn to the more restricted area of planning for school business services.

Rising Interest in Improvement of Education

Everywhere, today, in writings dealing with the administration of the public schools one can see evidence of an expanding interest in the application of formal planning to all phases of the education enterprise. This growing interest in planning, it appears to me, is the result of a number of different motivating forces. One is a growing concern on the part of Americans with the improvement of

education in the face of social, political and technological change, both national and international.

A second force is an increased interest on the part of many of our people in efficiency and economy in education, as well as other phases of government, because of the growing cost of education and the mounting burden of taxes. In the eyes of many local property taxpayers there must be evidence of improved management techniques in the schools before any significant improvement in the level of financial support of the schools is to be expected.

Third, a part of the increased interest in planning is the result of a continuing trend toward larger school districts. During the past 35 years the number of school districts in the United States has declined from 127,000 to 25,000 through consolidations, annexations, and reorganizations. During this same period of time, school enrollments have increased by more than fifteen million. With these larger administrative units has come the need to develop administrative organizations and management techniques which are more appropriate for more complex educational enterprises. These larger school districts, with their typically higher salary schedules, are better able to attract administrators who are capable of performing at a higher level of competency. However, the need for good management is not solely one of the large districts. The need is just as great in the smaller districts if the necessary job of improving the educational process for <u>all</u>

children served by the public school system is to be accomplished.

Un until the 1930's or 1940's the schools' job was generally recognized as the relatively simple and uncomplicated one of passing on a slowly changing body of skills and knowledge to each succeeding generation, and teaching an appreciation of the cultural, economic and political heritage. It has only been within the very recent past that the public school's potential as an improver of society and an adaptive agent in the face of rapid change has begun to be realized. For example, it has only been within the past 10 years that we in the United States have come to recognize that the public schools have a positive and active role to play in solving our interracial problems. Within this same decade we have come to recognize the importance of education to the National defense, with the enactment of Federal legislation providing financial assistance to local school districts for the teaching of science and mathematics. And it has been largely within this same short span of time that many of our economists and political leaders have come to recognize the value of education as an investment in the economic growth and well-being of our nation.

With this growing recognition on the part of the public, as well as political and business leaders, of the importance of education, we are seeing a greatly increased interest in the improvement of the educational process.

Everywhere, now, are heard such phrases as "the pursuit of excellence," "education in depth," "quality education," and the like, and with this concern for an improved educational product has come an enlivened search for ways of improving the public schools - for ways of making them more responsive to the changing needs of our economy, our society and the world - and for ways of making them more efficient and productive.

Improvement Requires Planning

If the public schools are to meet this challenge they must do an adequate job of planning for change and improvement. Educators and school boards everywhere must move aggressively toward planned improvement if we hope to improve our public school system within a reasonable period of time. We simply cannot afford the luxury of time that a haphazard approach requires.

Planning, itself, must be planned, if it is to be effective, and this is not an easy task. In fact, the distinctive nature of the educational process makes it a particularly difficult challenge. The American management consulting firm of Booz, Allen and Hamilton has published a monograph on long-range planning for school boards which points up the uniqueness of educational management and the growing need for adequate planning. I would like to quote a part of that monograph:

"The management task of the school board and the superintendent of schools is a difficult one, and in some

respects, is growing more difficult every day. In many ways, the task of managing a school system is more difficult than the task of managing a business enterprise of similar size. The decision-making process is more difficult. The problem of evaluating results at times seems almost insurmountable."

"The management responsibilities of the board of education and superintendent of schools are more difficult than those of the corporations's board of directors and president in a number of significant aspects.

- The school system does not have the single, convenient, quantitative guage of profit to use as a planning goal and as a measure of its success....
- The board and administration of a school system must be concerned with people to a greater degree than is the manufacturing company....
- The public school system has few 'competitors' to serve its potential 'customers'. It must serve all 'customers' equally well....
- Maintaining sound external relationships is generally more demanding for the school system than for the business corporation."[1]

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[1]The Importance of Long-Range Planning for School Boards. Chicago, Illinois: Booz, Allen & Hamilton, Inc., p. 4.

Components of Planning

That complex process by which any organization or enterprise is managed, whether it be a school district or a private corporation, may be described in various fashions, using fairly simple, or highly complex, descriptions. An American writer on business management, Louis A. Allen, divides management into the following five components: Planning, organizing, coordinating, controlling and motivating.[2] He further divides the function of planning into the following seven components:

The first is the Setting of Objectives... those commonly recognized and understood goals of the organization which are essential to effective management and planning. An organization can grow and change in an orderly and progressive manner only if well-defined goals have been established. These are needed at all levels of management, and in every department or division of the organization to set the limits of authority and responsibility of each employee. We do this in the schools when we adopt a statement of the district's philosophy of education, or when we establish the aim or goal of any one of the many functions of a school district.

The second is Forecasting... a systematic attempt to probe the future in order to provide management with

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[2]A. Allen, Management and Organization. New York: McGraw-Hill Book Co., Inc., 1958, pp. 24-25.

information on which it can base its planning decisions. In business this includes forecasting future sales and consumer preferences in product, while in the schools, forecasting may deal with future enrollments, curriculum change, staffing, or building needs.

The third is the Development of Policies... a policy is a continuing decision which applies to repetitive situations, or a standing answer to a recurring problem. We establish a policy every time the board of education or superintendent approves a rule or regulation which is intended to act as a continuing guide to action. These policies are meant to achieve the objectives we have set for ourselves as an educational institution and ensure consistency in achieving those goals.

The fourth is the Development of Programs... a program is a sequence of activities designed to implement policies and accomplish objectives. A program gives a step-by-step approach to guide the action necessary to reach a predetermined goal. When a superintendent of a school district sets down in detail a plan for the operation of a new program, whether it be a new approach to the teaching of mathematics or reading, a new course in family life education, or a building maintenance program, it is this aspect of planning which he is performing.

The fifth component of planning is Developing Procedures... this function is very close to the preceding one, but is a more detailed statement of the manner

or method in which work is to be performed, or the program to be carried out.

The sixth is Scheduling... this is the process of establishing a time sequence for the work to be done, and establishes the relationship, in time, with other programs which are in progress or planned.

The seventh and final component is Budgeting... a written appraisal of expected expense projected against anticipated income for a future period. All school districts do this, in greater or lesser detail. Some limit their budgets to annual projections or estimates, while others develop longer-range projections.

To be successful, planning should proceed from the setting of objectives through the other six functions of planning, arriving ultimately at a comprehensive, written plan of action. This plan should be available for review, analysis, evaluation and revision by all persons who may have an interest in, or responsibility for, the implementation of the plan. Unfortunately, planning too often neglects some aspects of the process, resulting in an incomplete, fragmented, short-sighted or inaccurate plan.

Lack of adequate planning is not only a shortcoming of many school districts, but one of many private businesses, as well. George Steiner, writing in California Management Review, suggests that long-range planning is not very widespread in business because most managers don't know how to go about it. To quote Steiner, "...while formal long-range

corporate planning has grown by leaps and bounds in the past ten years, the practice is heavily concentrated in larger enterprises, and it is centered there on a few major problems (capital expenditures, product development and sales) for periods of less than five years.[3]

Planning is hard work, requiring the concentrated effort of many people. It calls for attention to detail and careful analysis of alternatives before making a decision or committing oneself to a given program. It requires one to think in an ordered fashion about the future and the best way of getting there. Some school districts are doing a good job of planning in some areas, but most of us could do a good deal better job if we would but make the effort. The potential gains to be made by becoming proficient in planning are sufficiently attractive to make it worthwhile for all who are charged with the responsibility of administering the public schools to improve their skills in this area.

Coordination of Planning Activities

If planning is to be effective it must encompass the entire school operation, and the planning objectives of the various divisions, departments or schools must be compatible with the over-all objectives of the district. It would be extremely difficult, if not impossible, for one segment of

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[3]G.A. Steiner, "Making Long-Range Company Plannings Pay Off," California Management Review, Winter, 1962, pp. 28-41.

the school district to do a completely adequate job of planning if, at the same time, other segments were to proceed in a haphazard fashion without proper attention to planning. Long-range financial planning cannot be effective unless it is based upon long-range planning of the instructional program, any more than planning in the instructional area can proceed without some idea of the future financial picture.

Planning for business operations is, to a large extent, dependent upon planning in all other departments and upon the setting of district objectives. It is the responsibility of the superintendent to see that planning in all areas proceeds concurrently and is properly coordinated, and it is the responsibility of the business manager to see that the objectives and planning in his department properly meet the over-all objectives of the district.

While the discussion that follows is directly focused upon the school business department, it is assumed that the required coordination and planning in other departments is taking place - and that those responsible for the business functions are constantly aware of, and working toward, those objectives which have been established for the district as a whole. This meshing of business and educational objectives is not an easy task, for the objectives of the two may often be contradictory. For example, the objective of paying higher teachers' salaries may be in conflict with the objectives of balancing the budget, or the desire of a teacher

to purchase a particular brand of equipment for classroom use may be in conflict with laws or policies governing the purchase of equipment. One of the major challenges of the business manager is to work cooperatively and effectively toward these conflicting objectives, without completely sacrificing either. The business department cannot fulfill its proper role if its only objectives are to save money, to keep costs low, or to see that proper business procedures are followed. To truly fulfill its supportive role in the educational enterprise, the business department must recognize and work toward educational objectives, as well, and frequently make its business objectives secondary to the educational.

Planning in Business Operations

Let us turn our attention now to planning in the business operations of the public schools. A good starting place is to review the objectives of the business functions of a school district. By setting these down in a clear, concise fashion we will have the necessary guiding structure, or frame of reference, for subsequent planning activities. Without these objectives, the planning which is done in the various areas may very well not be channelled in the same direction and a major source of conflict, or confusion, will develop from the very outset.

The objectives of the business operations generally will be the same for all public school districts, and may be developed in greater or lesser detail, depending upon

the needs and preferences of the individual district. The major difference between districts will be the priority given to, or emphasis placed upon, certain objectives. For example, a district with lesser financial resources will, of necessity, place more emphasis upon the objective of keeping costs low than will a district with much greater financial resources.

It appears to me that there are nine major objectives of the school business operation which are common to most districts. I would describe them as follows:

....To further the education program by providing an efficient and healthful environment for the learning process.

....To safeguard the public funds which are entrusted to the district.

....To protect the public's investment in plant and equipment.

....To keep costs as low as possible, consistent with good educational and business practices.

....To provide the administration, board of education, professional staff and public with timely and understandable information on the financial condition of the district.

....To provide the professional staff with the basic information and analytical data necessary for the improvement of the instructional program (i.e., test score analysis and student scheduling through the use of data processing).

....To provide the auxiliary services necessary to the operation of a modern educational enterprise (i.e. transportation and cafeterias).

....To contribute to the education and business planning functions of the district through accurate budgeting and cost analysis.

....To contribute to the image of the district in the community by practicing good public relations.

Beyond these major objectives, more detailed and specific objectives should be developed for each function of the business department.[4] Once these objectives have been developed and communicated to all persons concerned, the planning process can proceed to the subsequent steps of forecasting needs and resources, developing appropriate policies, programs, procedures and schedules - and ultimately to the costing out of programs through the development of detailed budgets.

Fruitful Areas for Planning

There is no area of the business operations which cannot, to some degree, benefit from the application of proper planning techniques, but there are some which seem to lend themselves particularly well to the process of planning. Those which appear to me to have the greatest potential are the following:

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[4]For further information on objectives, see J.L. Glaspey, "Management by Objectives...As Practiced by the Business Division of the Clark County School District," School Business Affairs, April, 1967, pp. 88-102.

1) School building needs. This planning area involves forecasting the future building, site and equipment needs resulting from growth in student body as well as the need for replacement or remodelling of structurally unsound or obsolete buildings. Planning in this area requires the analysis of population growth trends, pupil retention experience, curriculum changes, staffing patterns, changes in building design and methods of construction, and alternative ways of financing capital expenditures. Proper planning can save on construction and interest costs, avoid disturbance of the educational program, reduce future maintenance costs, and provide flexibility for future instructional changes.

2) Financial needs for operating purposes. The need for funds for operating purposes is of such major importance that no district should be content with a year-to-year look at its operating budget. Not only should the annual budget which is required by law be developed in sufficient detail, but long-range projections, of three to five years duration, should be available at all times, and revised to reflect any new information on anticipated income or expenditures. Such planning is necessary to make sound decisions on salary adjustments, program changes, local tax requirements, and the like.

3) Maintenance of buildings, grounds and equipment. Nearly all work classified under the term "Maintenance," with the one obvious exception of emergency work, can and should be

planned on a long-range basis. This will not only reduce to a minimum the disruption of the educational program, but will keep costs low by anticipating and preventing costly repairs to the fullest extent. The painting of buildings, repair or replacement of roofs, surfacing or repair of macadamized play areas, chemical treatment of boilers, and routine repair of vehicles, office equipment and audio-visual equipment are all functions which lend themselves particularly well to long-range plannings.

4) Replacement of equipment. Too often the replacement of equipment, both instructional and noninstructional, is provided for only on a haphazard basis. The result is that the smooth functioning of the program is interrupted, repair costs become excessive, or items of equipment are replaced either too soon or too late when viewed from an economic life standpoint. Careful planning for replacement of each type and class of equipment before an economic point of no return has been reached can prevent these problems.

5) Investment of surplus funds. A careful analysis of cash flow may make it possible to invest surplus funds and thereby earn interest income which might otherwise be overlooked. Ability to do this will, of course, depend upon state and local laws governing the investment of school funds.

6) Personnel needs. Long-range planning of work loads and staffing needs can be helpful in controlling labor

costs, evaluating requests for added staff, and in convincing boards of education and the public of the need for additional staff when justified.

7) Organization of business department. In looking ahead at future work loads and staffing requirements, attention should be given to reviewing the organization of the business department to insure the most efficient use of staff, and optimum flow of work and information. Too often old organizational patterns outlive their usefulness as personnel and work needs change, unless attention if focused on this aspect of management as part of long-range planning.

8) Purchasing and warehousing. To get the most out of the school dollar in purchasing uspplies and equipment, a purchasing calendar of at least 12 months duration should be developed. This will enable the district to purchase commodities when prices are at their lowest, inventories can be kept at their optimum level so that there is not an unnecessarily large amount of money tied up in inventory, and supplies and equipment can be on hand when needed.

9) Transportation. Bus routes, the acquisition of rolling stock as needed, and studies of the relative economy of operating gasoline or diesel buses are all areas to which planning techniques may be applied with hope of good results.

10) Custodial services. Staffing formulas, work loads and work schedules (during the school year and during vacation periods) are all areas of potential improvement

through analysis and planning.

11) Food services. In this area, planning can be applied to the development of staffing formulas, space and equipment needs, and such analytical studies as the relative advantages of vending machines versus staffed kitchens, or the potential savings to be realized from serving smaller schools from central kitchens.

12) Data processing. The whole area of gathering and processing data, whether it be for business functions such as appropriation accounting, payroll and accounts payable, or for educational applications, which include report cards, student scheduling, test scoring and analysis, and the storage of student data, has a potential which has hardly been touched in most districts. Regardless of the size of district, careful thought should be given to the most efficient and productive ways of handling data--whether this be by hand, through the use of accounting machines, punched card equipment, or the more sophisticated electronic computers, or through the use of service bureaus. It is not too early to look at possible improvements in this area that might be applied to your district, and to begin planning for your needs for the next five to ten years.

Careful and detailed long-range planning is particularly important when a district anticipates expanding its data processing services from business applications only, to the more complex and sensitive area of educational

applications. Business applications are relatively simple and can be handled almost entirely by a small group of employees working directly in the business or data processing department under the close supervision of the business administrator. However, when it becomes necessary or desirable to move into educational applications, the entire operation increases many times in complexity and sensitivity.

The reasons for this will become apparent with a little analysis. Functions which have previously been performed by teachers and clerical people in the schools are now being taken over by central office personnel. Records which have been readily available for review by school personnel may no longer be available. Small computational or mechanical errors may be magnified tremendously, affecting many people. Large numbers of students and teachers will make use of these applications and consequently will be affected by the adequacy or usefulness of the machine results. Large numbers of personnel will necessarily be involved in designing the applications. And, finally, in-service training programs will have to be developed and conducted at frequent intervals. I would venture to say that, when a school district moves into a broad array of educational applications with data processing, it is moving into one of the most complex operations with which it will ever become involved. Obviously, this requires the highest order of management skill.

Steps in the Planning Process

Let us assume now that your district has hit upon a particular area in which it would like to do a better job of planning. How do you go about it? George Steiner[5] has suggested a number of steps for planning which are directly applicable to school administration:

First ... plan to plan - instill your entire staff with a belief in the need for planning.

Second ... assign responsibility for planning, involving operational people as well as administrative staff members in the process.

Third ... define the detailed objectives of the particular process or need which is under study. These might include the reduction of costs, expansion of services, improvement of efficiency, and so forth.

Fourth ... explore all possible strategies for reaching the desired goal and choose the one which is most acceptable. This selection of alternatives should be based on adequate information, which must be sufficiently detailed as well as reliable. Here, some of the newer statistical and mathematical techniques which abound today in writings on industrial management may be useful. For example, simulation models[6] may be useful tools in projecting future

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[5]G.A. Steiner, op. cit., pp. 28-41.

[6]For information on various tools of systems analysis, see D.W. Meals, "Heuristic Models for Systems Planning," Phi Delta Kappan, January, 1967, pp. 199-203.

student enrollments and analyzing building needs. Or, if you are faced with a problem such as deciding whether your data processing department should add another work shift or purchase faster, more up-to-date equipment, you may find it useful to construct something new called a "Decision Tree."[7] Another potentially useful tool that has received a good deal of attention in recent years is Program or Performance Budgeting. This is nothing more than a different way of arranging budgets, or accounting data, to reflect the total cost of specific programs (such as science, physical education, etc.) so that performance can better be evaluated.[8] This is a departure from traditional accounting in the public schools, in which a functional approach has been used. Typically, the costs of administration, instruction, operations, maintenance, capital outlay, and so forth, are segregated, with the result that it is difficult to determine the total cost of a specific program without an undue amount of detailed analysis of isolated data.

Fifth ... develop operational programs, procedures and schedules to fit the strategy decided upon as a result of the foregoing analysis of alternatives. This process

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[7]For information on Decision Trees, see E.A. McCreary, "How to Grow a Decision Tree," Think, March-April, 1967, pp. 13-18.

[8]See J. Burkhead, Governmental Budgeting. New York: John Wiley & Sons, Inc., 1956, pp. 139-155.

can be facilitated through the use of a system or network analysis such as PERT (Program Evaluation Review Technique).[9] This tool is especially useful in the planning of nonrepetitive, complex operations such as a changeover to an electronic computer, or the design, construction and equipping of a school.

Sixth ... integrate long-range and short-range plans and introduce the necessary controls to be sure the new operations take place in conformity with the plans which have been developed.

The analytical and planning techniques referred to above can be useful to the school business administrator in analyzing and choosing between various alternatives. They can be useful in identifying essential elements of problems, and in scheduling the various components or steps of complex processes so that resources are utilized in the most economical fashion. Despite the fact that some of these analytical methods are highly technical in nature, and do require time to develop, they can be extremely useful in helping to understand problems and possible solutions at an early stage, before resources are irrevocably committed to what may be the wrong solution or approach.

Which area or areas of the business operation you select for the application of planning will depend, of course, on the interests or needs of your district. For

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[9]See Meals, op. cit., p. 201.

districts that have done little in the way of formal planning, it is suggested that a beginning be made in one area only, such as a projection of operating income and expenditures for a period of five years. Once proficiency has been gained in one area, being careful to give attention to each of the steps which have been suggested, formal planning may be expanded into other areas. In larger districts, with several department or division heads reporting to the chief business administrator, it may be advisable to have each department head select one specific area of his responsibility which he feels is in need of improvement, for a first attempt at formal planning.

Conclusion

During the past hour I have attempted to provide you with some useful information and suggestions on improving the planning practices in the business department of your school district. We have discussed the growing interest in, and the need for, improving our public schools, and the part that planning can play in improving the business operation as well as other aspects of the educational enterprise. The need for improvement is, I am sure, obvious to most of us. It exists not because we are not doing a good job now, but because the challenge of change and the future demands that we do an even better job. Above all, planning should make it possible for us to adapt to the changing needs of our society and economy, to be flexible rather than rigid, and to better fulfill the functions for which society created the public schools.

PLANNING A STAFF DEVELOPMENT PROGRAM

D.A. MacKay

Introduction

As part of a general examination of the process of educational planning, this paper is intended to focus upon planning a program of staff utilization and improvement. To begin with, some reasons why this type of planning is important will be suggested. Then, some elements or phases in a planned program will be identified and briefly described. Finally, some implications for other administrative tasks and a summary of whatever points emerge from this presentation will be made. Throughout the paper, attempts will be made to provide concrete illustrations of the applicability of the elements or phases or personnel development planning.

Importance of Personnel Development

In order to establish the importance of allocating resources to personnel development, one may point to several facts regarding school personnel. In the first place, teachers and other professional staff members enter their profession without a really adequate background of preparation. Even the strongest supporters of our teacher education programs will admit that the new graduate is by no means a finished product. So little has been done in developing various forms of internship for student teachers that one must recognize this as a special problem. The fact of the

matter is that school systems are forced to engage in some kind of on-the-job training if they are ever to have the finished products they want. Recognition of this as a fact of school system life rather than criticism of the inadequacies of teacher education programs would be a healthy sign.

Secondly, any person working in a technological system must undergo periodic reeducation if he is to remain competent. One can speculate about the extent to which the schools are technological systems. School administrators, staff members, and school boards have sometimes been accused of failure to "tool up" the schools. What this kind of critic usually means is that the educational hardware such as teaching machines, audio-visual aids, and the like, which are now becoming increasingly available, are not being put into effective use in the schools. The cry is that innovations in these and other forms must be used if the schools are to do their job. In any case, changes in curriculum materials and the technology associated with them have produced a climate of change in even the least progressive school systems. So many of the available materials are in the form of relatively low-cost "software" items such as text-books, that cost does not enter the decision-making process as a particularly weighty factor. The hardware items such as computers for data processing, newer versions of teaching "machines", and so on, are relatively high cost items and, as such, often fail to survive the budgetary decision-making.

In spite of these comments which really point out that the schools are only "more or less" technological in nature, and that "changing" or "dynamic" or "innovative" are only relatively applicable to one school system or another, one can still argue that there is a need for a continuing education program for school system staff members. Some new materials are making their way into the schools; as specialists, teachers still have many areas of learning which they could and should usefully explore even while they continue to practice their profession. Of all the professions where a wide variety of skills and knowledge should be at hand for the individual practitioner, education is surely the foremost in regard to this need. This doesn't mean that teachers must be men of the Renaissance, with many skills and vast knowledge; this would be impossible in the light of today's highly segmented and specialized disciplines. However, it does suggest that above and beyond the specific programs related to new courses, new curriculum materials, etc., there is a very real need for upgrading and continuing education programs of a general educational nature. This paper shall not dwell further on this particular point; it is merely offered as support for the need of a staff development program with the implied argument that school systems people may want to consider the broader areas of staff development along with the needs specific to the organization's programs.

A third reason for suggesting that staff development

is important emerges from the fact that school systems are, or are becoming, fairly well nationalized organizations— that is, national in the sense of using specialist personnel and sub-units in order to provide pupils with the best possible educational process. The kind of school system which consisted merely of generalist teaching positions and a small number of generalist administrative positions, is being replaced, at least in some urban centers, by more complex organizational patterns. In these more complex and, one would expect, more rational systems, there are many kinds of teaching positions, of administrative positions, and of other specialist positions or sub-units such as guidance departments, instructional material sub-units, and so on. To some extent, preparation of persons to fill these positions is being offered by some of the universities. However, because of the fairly large number of kinds of positions and the lack of standardization from one school system to the next, the universities have not been able to offer programs which are as specialized as a particular system might require. What the universities have been able to do is develop programs which are intended to produce persons with an adequate set of knowledge and skills which will make them competent performers of jobs in a reasonably specific area of functional school system operations. The exact requirements for filling a specific job must, however, be fully developed on the job in a particular school system. While many of the skills thus developed are "transferable" to other

positions within the same system, there may well be, and the argument here is that there is, a need for some planned programs of staff development for these different, or even slightly different, roles and positions. In the literature of personnel administration, there is a rather horrible sounding word "fungibility"[1] which is used to refer to the extent to which a particular staff member can fill any and all jobs within an organization. Thus, a "fungible teacher" would be able to teach any subject, at any grade level, to any type of student. A fungible administrator could be a generalist superintendent, an elementary supervisor, a high school principal, or a business manager. This quality which, in military organizations especially, has been widely accepted as a desirable attribute (even where the word itself was unknown) may be becoming less and less relevant for the kind of school systems which were briefly described above as being highly complex, rational organizations. There was an implicit argument, in the statement about the possible need for some general educational programs for school personnel, for some kinds of all-personnel skills and knowledge; however, for the school organization's specific needs, the fungibility concept may be a misleading and a non-functional one.

If this is the case, and the extent to which it is

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[1]See, for example, L.F. Carter, "The Concept of a Personnel System." Santa Monica: System Development Corporation, 1966 (mimeographed).

really depends on how far the schools have gone along the road to specialization, increased use of technology, diversified curriculum, individualized student programs, and so on, then the staff development program assumes increased importance. When people are not spare parts which can be moved vertically or horizontally through the system, the system itself must provide the means of reeducating these people for the new jobs which they are asked to take. So much for the arguments in support of a staff development program. There may have been no need to offer such arguments to administrators and policy makers; however, the arguments may have been useful in laying the groundwork for some further discussion of the sorts of programs and activities which belong under the topic of this paper.

Elements of a Program for Staff Development

As was pointed out in the first part of this paper, the elements or phases in a planned program of staff development need to be identified and described. The sequential nature of the arrangement of the elements in the program is suggested by describing these elements as phases in an over-all program. In other words, both long and short-range plans will constitute part of the structure of a personnel development program. It will be necessary for administrators to undertake the preparation of plans which will have effects only after some time has elapsed. While "instant" programs would be highly desirable from some points of view, in reality, they are usually not feasible. Instead, the

full elaboration of programs must occur over a longer or shorter period of time. Indeed, for major changes in human capabilities, the longer term effort seems most appropriate. There are, of course, short-term staff developmental programs which should be a regular part of the administrator's planning; but, for some important programs, a lot of patience over a relatively long time period will be needed.

Flowing from this argument is the notion that staff development can usefully be analyzed in terms of the long-range and short-range types of goals. Such an analysis would tend to illustrate, for the administrator, where priorities might be placed during the planning process. Decisions to make commitments of human and material resources to any future activities will surely be most rational after some such analysis has been attempted.

Long-term development. The classification of program into short-range and long-range types cuts across other useful systems of classifying in-service education activities in schools. Such categories as group activities, individual activities, task-centered and idea-centered activities have been used by writers on school administration in many contexts.[2] When one plans a staff development program, one is really dealing, in part, with in-service activities. Perhaps

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[2]See, for example, D.A. MacKay, "In-Service Education: A Strategy for Staff Development," 1964 Alberta Principals' Leadership Course, The Principal and Program Development, for a bibliography and summary of some of these classification systems.

the main ingredient which an emphasis upon planning will bring to the operation is predictability or control of future activities. On just this one point, i.e. the future time orientation which is at the root of all planning, typical in-service education programs seem to be subject to a major deficiency. This deficiency is surely in the area of long-term staff development programs. In fact, the literature on in-service education tends not to give very serious consideration to long-term programs.

In order to plan for programs that will extend relatively far into the future, the assessment of needs is crucial. The needs to be assessed include the school system's requirements in the light of both present and possible future activities. This suggests that the school program as expressed in a curriculum plan, and an overall picture of the requirements that present and future pupil populations will elicit must first be taken into account. In this sense, planning for staff development will approach the level of implementation insofar as developmental programs will be predicated on curriculum and pupil factors rather than existing as ends on themselves.

Once the needs have been decided, one may move through the other stages in the planning process. Assessment of resources, for example, would involve a close look at the skill levels and specialties of present staff members and some estimates of the skill levels of persons who will be available for future employment. As the picture of needs

and resources becomes clear, it would seem that the logical next step is to take the gap between needs and resources and translate it into a set of operational goals. At this point, one would suggest that this translation problem is quite similar to the problems facing curriculum developers as they plan programs for pupil development in the schools themselves. One essential difference is that the staff members are adult professionals whose commitment to a longer range program of development may be difficult to guarantee in a particular environment. They are not a captive audience in the way in which pupils are. However, the development of the long-range plan should proceed on some of the same bases as are used in developing a school curriculum for pupils. Establishment of realistic targets over time periods will then be related to the basic problems of sequence and placement of content which face all curriculum developers. The concept of "readiness" as an indicator of ability to deal with a particular set of skills or to examine a theoretical structure will have to be included in this part of the planning process. Implementation may then be handled by organizational strategies similar to those used in preparing materials, textbooks, school organizations, auxiliary resources, and the like, for implementing school curricula.

What is being said here is that a long-term plan will have many of the characteristics of a formal curriculum system as one sees it in school organizations around the

world. If the length of time being planned for means anything, it must mean that larger scale behavioral change in staff members is to be sought, that learning of skills, knowledge, and attitudes, rather than short-term "shots in the arm" is a possible, and a desirable, outcome of such an expenditure of time and resources.

So much for the argument and exhortation. When the time comes to make such long-range plans, the school administrator may find that the resources required for the planning process itself are not available. If they are not, then one would say that an organizational subunit which has, as its main job, the planning, implementation, and evaluation of staff development programs should be considered by administrators and policy makers. Perhaps for too long, school systems have relied on a mystique of in-service education as synonymous with "supervision as an important, but not exclusive, activity of supervisory personnel. If this reliance on limited organizational resources as applied to shorter-term solutions to staff development problems does characterize school systems, the possible line of attack seems fairly clear. Some officer of each school system of reasonable size should be placed in charge of a division or subunit which has as its primary goal the development of present and future staff personnel. Only by the commitment on a full-time basis of such a "package" of resources can the longer-range programs be developed. Merely to assess the skills of present employees will constitute a major

problem in data processing and analysis. To become familiar with the skill levels of probable future employees suggests close contacts with teacher education programs and the like. To be able to put these assessments with the assessment of needs and then to produce an operational plan for closing the gap requires full-time people with adequate organizational resources. These resources are in addition to those required for planning in relation to school plant, curriculum development, and so on. Whether or not they should be housed within the same organizational subunit as the other planning personnel is worthy of some study. On the face of it, it would appear that the development of staff personnel is a function which requires a specialist department within the organization. While there will be some overlap with program or curriculum development functions, because of the relation between staff development and pupil program needs, the total staffing function would seem to justify establishment and support of a special subunit.

Implementation as an element in the long-range planning process would require access to external as well as internal instructional resources. Because long-term development implies rather major learnings, some of the mechanisms usually associated with university courses, workshops, directed internships, and so on, will be part of the program. One can visualize therefore a developmental subunit which establishes procedures for collecting and analyzing data on teachers; at the same time, it establishes liaison with

those in the school system who are planning the schools' curriculum and related programs. The assessment of present resources, future needs, and statements of concrete goals are then made by this same department. A program of implementation for fairly long time periods such as five, eight, or even ten years or longer is then laid out. This may resemble a "program budget" in the sense that both material and human resources are allocated to rather specific outcomes to be achieved by the program. One might, for example, in addition to this general plan make some use of the techniques such as the "critical path method" now so widely used in organizational planning.[3] In any case, once the target dates have been set and the needs expressed as facilities, courses, and subprograms have been identified, the program may be presented to higher authorities for approval. When the program has been approved, the personnel development subunit will begin to make the necessary arrangements to bring staff members and instructional resources together in appropriate ways. In some cases, a very special kind of organization need will require only one or two "trainees." In this sort of case, a subprogram of internship, graduate education outside of the system, assignment to another school system, individual study, or a combination of these activities may be useful. The main effort that the personnel department

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[3]See, for example, F.K. Levy et al. "The ABC's of the Critical Path Method," Harvard Business Review, 41 (September - October 1963), pp. 98-108.

should make is in the area of identifying needs and planning individual and group programs. Actual implementation may involve nothing more than providing sponsorship for participation in programs offered by other institutions.

Short-term development. As was suggested in an earlier section of this paper, most school systems already have a good deal of experience with shorter-term development programs under the general label of in-service education. Activities in this regard have been of many types and of almost unknown value. They have seemed to meet some organizational needs; but may well have been of such short duration and so superficial as to have little substantial impact upon staff performance. The term "substantial impact" is important here because there is reason to suggest that there are certain payoffs which stem from in-service education activities beyond any improvement in staff skill and knowledge. The overworked "Hawthorne effect" can be trotted out of the stable of social-psychological front-runner to explain some of these incidental payoffs from in-service activities. However, if they are only incidental, one must raise questions about economic efficiency and, ultimately, questions about improved levels of performance. All of this, and perhaps much that has been said in this paper, begins to sound like scientific management; the point is that when one talks about planning one is operating in areas where some predictability is assumed. One is, moreover, trying to establish programs in advance of their implementation, and attempting to match

organizational effort to needs. All of this is subject to the errors with which any human organization must contend; but if both organizational and individual professional needs are to be met, such a line of attack must be considered.

So much for the ugly head of scientific management. Turning to the short-term programs themselves, one may suggest that the steps or phases in planning these programs are much the same as those described for the long-term program. Perhaps the most important difference is that these programs will be responses to immediate needs which can be met by short duration programs without regard to any necessary long-term payoff. Of course there will be cases where both long and short-term needs can be met by a common program. However, there seems to be good reason to suggest that these two types of need are both analytically and operationally different.

Perhaps the most important job for planners of staff development in connection with these short-term needs is the design of mechanisms for instantaneous feedback so that requirements emerging from the very dynamism of school system operations will be quickly identified. This suggests a highly developed network of communications with both line and staff administrators such as school principals, supervisors, and so on. In cases where there is a sudden change in staff, the personnel unit will surely be in the picture fairly early; but where problems of adjustment emerge in the normal course of school operations,

the provision of the communication network could be useful. This is in line with the often-expressed notion that in-service activities should be in response to the "felt needs" of staff members. All that is added here is that sometimes the organizational needs will first be recognized by persons other than teachers. Nevertheless, the persons who "need" the services of a personnel development program must be brought into the clinical arrangements as soon as possible. This is true also of the long-term programs referred to previously. In fact, selling the services of a staff development program will be a most serious job for school administrators in general, and for those particularly involved with such services. Over a period of years, it will probably become clear that certain kinds of programs will "always" be required. For example, short-term programs for teachers who are newcomers to a system or school will be a probable example of this sort of program. But some requirements will be highly specific and it will be these which will place the greatest demand on the administrator's willingness and ability to make creative decisions. These creative, as opposed to merely routine, decisions will be all the more possible if as much as is humanly possible has been done to take care of those problems which are responsive to programmed or routinized solutions. In other words, an adequate level of planning for staff development needs will make it possible to deal with emergency, individual problems emerging from the very fact

that the schools are dealing with human beings. Such, at least, is the line of argument implicit in what has been said so far in this paper.

The need for evaluation. No operational program in a school system should be planned without provision of an evaluation procedure. This is as true for staff development programs as it is for regular curricular programs for pupils. In this case, the communications network with principals and supervisors will be of key importance. The main point is that regular opportunities and even demands for feedback from the classrooms be incorporated into the program. In some cases, some experimental or, at least, quasi-experimental research designs may be used in the evaluation stage. It is all important that during the planning process evaluation is foreseen as an ultimate phase of the program. This is important because of the great difficulty in designing an effective evaluation procedure after the program has begun to operate. In order to continue making rational decisions regarding a personnel development program it is important for administrators and policy-makers to have some knowledge of the payoff from rather costly programs.

Some applications. In order to crystallize some of the things that have been said in this paper, a partial description of a personnel development program in a hypothetical school system would seem in order at this point. One can picture a school system of approximately six

thousand pupils and some two hundred and fifty teachers. The administrative organization could be of the form shown in Figure 1. That is, a unitary organization with lines of authority through two assistant superintendents, one of whom is a business official, and running through the supervisors of elementary and secondary education and to the school staffs.

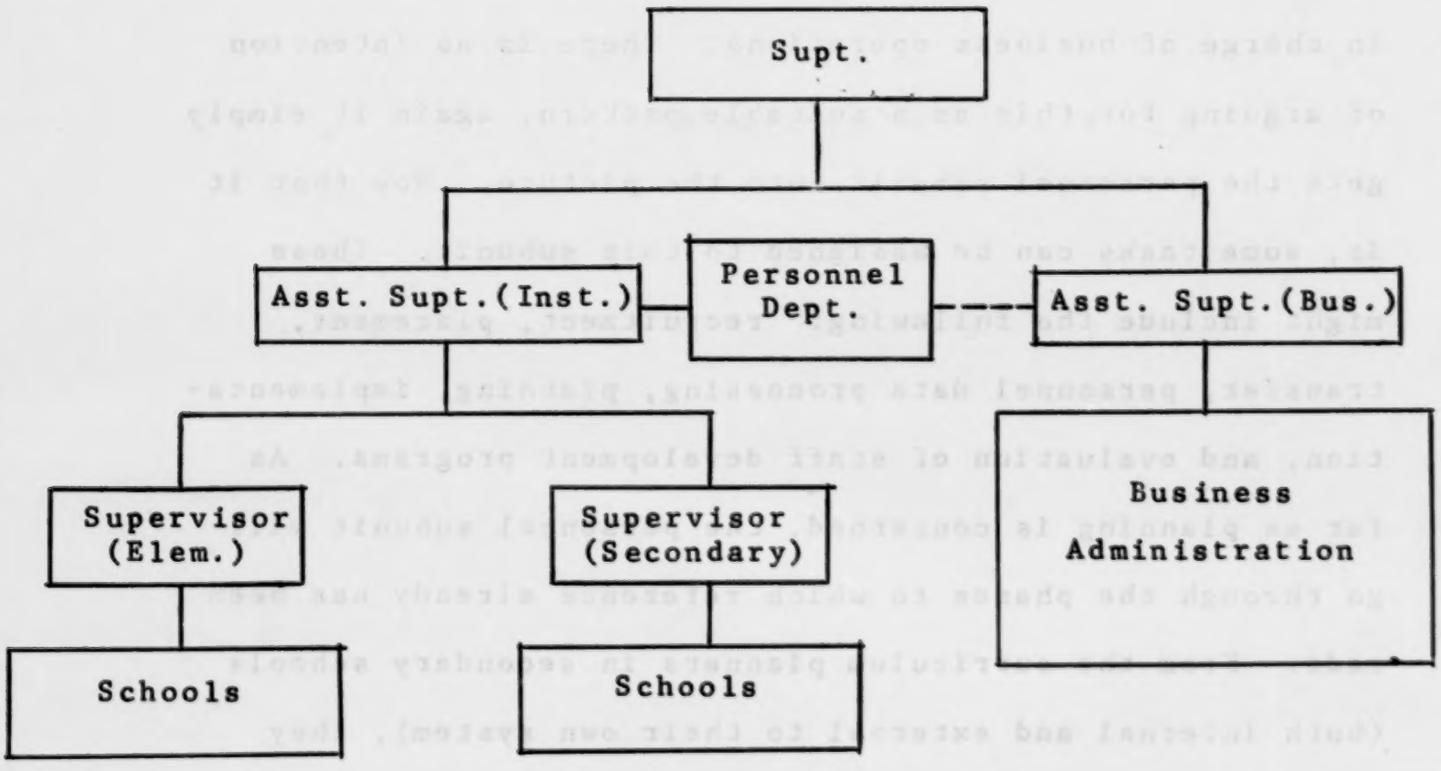

FIGURE 1

SCHOOL SYSTEM ORGANIZATION

This is of course only one way of describing a school system organization. It is rather simplified and implicit in it are many debatable questions regarding relationships, functionality, and so on. But as an illustration, it may help. The personnel development function is assigned to a specialized subunit with its own administrator in charge. In this hypothetical case, the subunit is placed in an advisory or service relationship to the assistant superintendent in charge of instruction. There are also indicated some relationships with an assistant superintendent in charge of business operations. There is no intention of arguing for this as a suitable pattern; again it simply gets the personnel subunit into the picture. Now that it is, some tasks can be assigned to this subunit. These might include the following: recruitment, placement, transfer, personnel data processing, planning, implementation, and evaluation of staff development programs. As far as planning is concerned, the personnel subunit will go through the phases to which reference already has been made. From the curriculum planners in secondary schools (both internal and external to their own system), they gather data describing the operational needs for staff specialization, reeducation, the possibility of innovations, and the like. From their own data processing system, they compile information regarding the staff resources available to the system. Whatever gaps there may be are identified and catalogued with specific

descriptions of requirements. Then, a strategy for meeting the needs is adopted. This strategy is, of course, the plan for the program itself. Here, there are, at least, two main strategies which can be considered. One strategy is to seek personnel from outside the system who can meet the requirements. For certain needs, this will be the only resource that the system can call upon. However, for other requirements the emphasis will have to be upon development of personnel already in the system. Moreover -- and this point is only incidental to this particular paper -- a development program for staff members may have many desirable effects upon morale, retention of staff, and other factors which pertain to the successful operation of the schools. In either case, the personnel subunit will be called upon to produce a plan for developing staff members who can meet the system's needs. The subunit's contacts with other elements in the instructional part of the hierarchy will be important here as suitable programs are devised. Contact with the business administration part of the system will also be important during this planning stage. As far as implementation and evaluation are concerned, the lines of communication with supervisors and principals will become important especially, as was mentioned earlier, for the evaluation procedure.

Nowhere in this rather skimpy analysis has much been said about the other agencies properly concerned with staff development. The universities, the department of education,

and the teacher organizations obviously have a stake in staff development. Certainly the teacher organizations have placed more and more emphasis on this aspect of their activities in recent years. Notwithstanding the importance of these other agencies, the point of this paper is that the local system administration must recognize the importance of the staff development function and the need to plan suitable programs. However, instead of relying on development programs which are completely external to the system or which are designed for application to province-wide or profession-wide problems, the emphasis in this paper has been upon the specific needs of local systems. It is a system oriented approach to the problem rather than a more cosmopolitan or, if you like, more shotgun-like approach. Only systems of a reasonable size can support the special planning and implementation referred to here, but all systems need to account for this staff development function whether they supply it internally themselves or buy it as a service from external agencies. In either case, planning must precede implementation and in spite of the disharmony between careful plans and eventual human behavior, the system will surely benefit from the results of a new emphasis upon this kind of planning.

Summary and Conclusion

This paper has attempted to support an argument in behalf of a planned program of staff development. In a

dynamic organizational setting, reeducation and readjustment of personnel is a necessity. Some attention was paid to long and short-term programs and the differences between them. The need for a full-scale rational program and the planning which must precede such a program was stressed, and evaluation of programs was placed rather high on a list of priorities. Some of the relationships between a staff development department and other components of a school system were looked at rather briefly. Finally, the argument offered in this paper was that staff development specific to the needs of an individual system is so important as to require specific organizational recognition of the need through establishment of a planning and implementation subunit or department. This may be a new concept to some school systems; it would seem useful to discuss it and perhaps try it out.

APPENDIX A

CONFERENCE AGENDA

84/85/86

CONFERENCE AGENDA

Monday, April 17

8:45 - 9:45 a.m.

General Session
Chairman: Dr. A.W. Reeves
Topic: The Process of Educational Planning
Speaker: Dr. W.D. Neal

9:45 - 10:30 a.m.

Group Sessions

10:50 - 12:00 noon

General Sessions
Discussion and questions to panel
Panel: Dr. J. Cheal
Dr. W.A.S. Smith
Dr. W.D. Neal

1:30 - 2:30 p.m.

General Session
Chairman: Dr. F. Enns
Topic: Planning to Improve the Instructional Program
Speaker: Dr. W.H. Worth

2:30 - 3:15 p.m.

Discussion with speaker

3:35 - 5:00 p.m.

Group Sessions

Tuesday, April 18

8:45 - 9:45 a.m.

General Session
Chairman: Dr. H.T. Sparby
Topic: Planning in the Improvement of Business Operations
Speaker: Dr. C.E. Wilsey

9:45 - 10:30 a.m.

Group Sessions

10:50 - 12:00 noon

General Session
Discussion and questions to panel
Panel: Dr. C.E. Wilsey
Dr. S. Hunka

1:15 - 2:15 p.m.

General Session
Chairman: Dr. W. Neal
Topic: Planning to Utilize Staff and Upgrade Performance
Speaker: Dr. D.A. MacKay

2:15 - 3:00 p.m.

Discussion and questions to speaker

3:00 p.m.

Closing comments

APPENDIX B

DIRECTORY OF CONFERENCE PERSONNEL

SUPERINTENDENTS OF SCHOOLS

Mr. G.H. Brent
Saskatoon Collegiate School District
Saskatoon, Sask.

Brother J.H. Bruns
St. Boniface School Division
300 Cathedral Avenue
St. Boniface, Manitoba

Mr. J.A. Burnett
Regina Board of Education
Regina, Sask.

Mr. G.H. Dawe
Red Deer Public School District
Red Deer, Alberta

Mr. D.J. Dibski
Saskatoon Separate School District
Saskatoon, Sask.

Mr. H.C. Ferguson
West Vancouver School District
West Vancouver, B.C.

Dr. F.J. Gathercole
Saskatoon Public School District
Saskatoon, Sask.

Dr. J.R.S. Hambly
Camrose School District
Camrose, Alberta

Mr. J.J. Hill
Brandon School District
Brandon, Manitoba

Mr. J.A. Holash
Regina Separate School Board
Regina, Sask.

Mr. M.W. Holota
North Battleford Separate Schools
North Battleford, Sask.

Mr. S. Hovdebo
Prince Albert High School District
Prince Albert, Sask.

Mr. R. Kimmitt
Lethbridge Catholic Separate School District
Lethbridge, Alberta

Dr. O.P. Larson
Medicine Hat School District
Medicine Hat, Alberta

Mr. W.E. Lucas
North Vancouver School District
North Vancouver, B.C.

Mr. J.A. Lustig
Prince Albert Public School District
Prince Albert, Sask.

Mr. C.S. McKenzie
Trail School District
Trail, B.C.

Mr. V.J. Maloney
St. Albert School District
St. Albert, Alberta

Mr. E. Marriott
Sunny School District
Cloverdale, B.C.

Mr. L.L. Ouellette
Medicine Hat Roman Catholic Separate School District
Medicine Hat, Alberta

Mr. R.N. Paton
Wetaskiwin School District
Wetaskiwin, Alberta

Mr. F.M. Riddle
Grande Prairie School District
Grande Prairie, Alberta

Mr. E.F. Reimer
Assiniboine South School
Division
Winnipeg, Manitoba

Dr. L. Sampson
West Vancouver School
District
West Vancouver, B.C.

Mr. H.D. Stafford
Langley School District
Murrayville, B.C.

Mr. B.J. Strain
Stettler School District
Stettler, Alberta

Mr. R.F. Thorstenson
Delta School District
Ladner, B.C.

Dr. W.N. Toombs
Moose Jaw Board of Education
Moose Jaw, Sask.

Mr. J.V. Van Tighem
Calgary Roman Catholic
Separate School District
Calgary, Alberta

Mr. B.A. Wittman
Moose Jaw Separate Schools
Moose Jaw, Sask.

REPRESENTATIVES OF SCHOOL BOARDS

Mr. D.W. Baker
Moose Jaw Board of Education
Moose Jaw, Sask.

Mr. L.H. Blackbourne
Lethbridge School District
Lethbridge, Alberta

Mr. J. Boksteyn
Medicine Hat Roman Catholic
Separate School District
Medicine Hat, Alberta

Dr. L.S.A. Boothroyd
West Vancouver School District
West Vancouver, B.C.

Mr. P. Coleman
Surrey School District
Cloverdale, B.C.

Dr. W.D. Cuts
St. Albert Protestant
Separate School District
St. Albert, Alberta

Mr. J. Dunham
Langley School District
Murrayville, B.C.

Mr. L.J. Fournier
Prince Albert Roman Catholic
Separate School District
Prince Albert, Sask.

Mr. D. Fraser
St Albert School District
St. Albert, Alberta

Mr. L.M. Gunia
North Battleford Separate
Schools
North Battleford, Sask.

Mr. K.G. Haise
Red Deer Public School
District
Red Deer, Alberta

Mr. J. Kammermayer
Saskatoon Separate School
District
Saskatoon, Sask.

Mr. A.J. Malena
Prince Albert Public School
District
Prince Albert, Sask.

Mr. E. Martin
Grande Prairie School
District
Grande Prairie, Alberta

Mr. P. Matisz
Lethbridge Catholic Separate
School District
Lethbridge, Alberta

Mr. G.R. Morrison
Saskatoon Public School
District
Saskatoon, Sask.

Mr. J.E. Newton
Medicine Hat School District
Medicine Hat, Alberta

Mr. J. Robinson
Delta School District
Ladner, B.C.

Mrs. W.E. Ross
West Vancouver School District
West Vancouver, B.C.

Mr. J.R. Sader
Moose Jaw Separate Schools
Moose Jaw, Sask.

Rev. H.V.R. Short
Prince Albert High School
District
Prince Albert, Sask.

Mrs. P. Simpson
North Vancouver School District
North Vancouver, B.C.

Mr. W. Sutherland
Brandon School District
Brandon, Manitoba

Mrs. C.F. Wearmouth
Calgary Roman Catholic
Separate School District
Calgary, Alberta

OTHER CONFEREES

Dr. J. Cheal, Head
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Professor of Educational Administration
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Edmonton, Alberta

Dr. R.E. Rees
Chief Superintendent of Schools
Department of Education
Edmonton, Alberta

Dr. A.W. Reeves, Head
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Edmonton, Alberta

Mr. H. Reynolds
Graduate Student
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Mr. W.G. Schmidt
Executive Director
Alberta School Trustees' Association
Edmonton, Alberta

Dr. W.A.S. Smith
Professor of Psychology
Executive Secretary
Academic Planning Committee
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Stockton Unified School
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Stockton, California, U.S.A.

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